

Letter of Introduction

Over the past year, the staff at the Criminal Justice Resource Center continued to work with determination to provide high quality community based correction programs and services to traditionally underserved populations. As a public safety department, our priority is the improvement of safety for all Durham County residents. We strive to achieve this by assisting one ex-offender at a time to leave the criminal justice system behind and become a productive member of this community.

Fiscal year 2009 will remain in our memories as the year we were forced to re-evaluate every aspect of our department, searching for ways to lessen the impact of the economic crisis. We dealt with a significant reduction in our County allocation, coupled with vacancies and a countywide hiring freeze. At the same time, the need for services and resources continued to remain constant at best among our clients.

Externally, we expanded our partnerships with other community organizations. We collaborated on several federal grant applications and attempted to locate additional resources for our clients. Internally, CJRC strengthened its capacity by implementing a new client information management system. This system will improve case management capabilities and allow for monitoring and evaluation of CJRC programs and services.

Our gratitude goes to the Board of County Commissioners and Durham County Government for their steadfast support of our efforts, the members of the Durham County Criminal Justice Partnership Advisory Board for their vision and their strive for evidence-based programs, and to the citizens of Durham County for their interest in public safety initiatives and their progressive approach to justice.

Gudrun Parmer
Director, Durham County Criminal Justice Resource Center
August, 2009

Mission

The mission of the Criminal Justice Resource Center is to provide a wide array of services to criminal justice stakeholders, as well as adult and juvenile offenders. Service delivery builds upon and is provided in cooperation with various agencies within Durham County such as the juvenile and adult detention center, The Durham Center, the judicial system, other human services organizations, DJJDP, Durham Public Schools and the NC Department of Corrections.

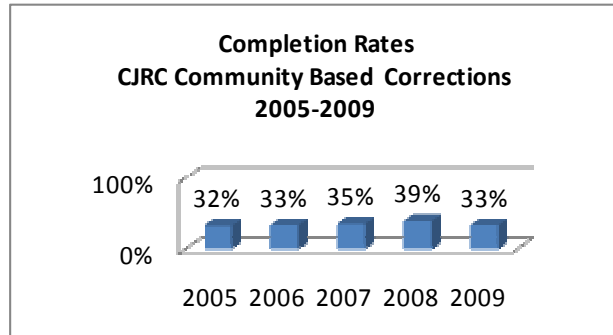
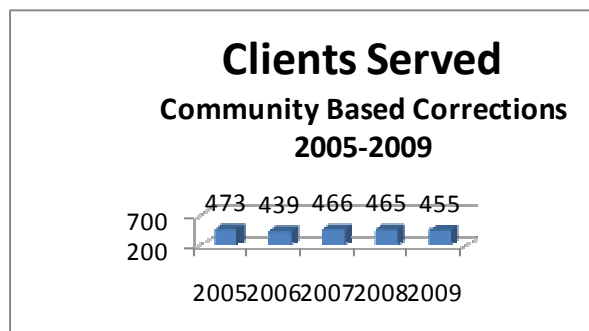
Program Overview

The Criminal Justice Resource Center, a Durham County public safety department, has three primary functions: delivery of quality rehabilitative services so offenders and at-risk youth can become productive successful citizens; supervision and monitoring of high-risk offenders residing in Durham County; and support of the criminal justice system at large through collection and dissemination of criminal and treatment histories. The principle programs are Community Based Corrections, Pretrial Services, STARR, Youthful Offender Services, and Court Services. Each program area has a defined target population and addresses a specific need within the criminal justice system.

The department director reports to the Deputy County Manager overseeing Public Safety and works in collaboration with the Durham Criminal Justice Partnership Advisory Board.

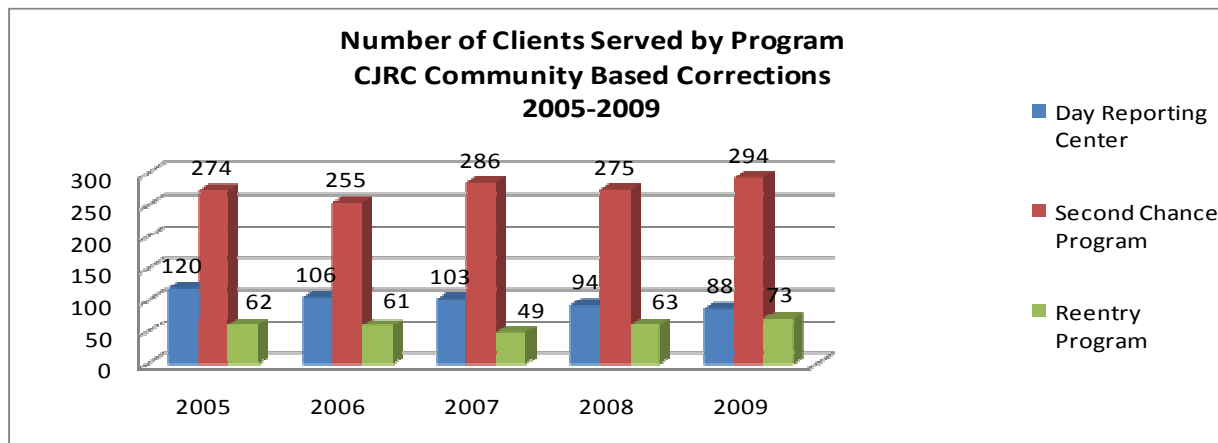
Community Based Corrections for Adult Offenders

The Community Based Corrections programs are designed to advance public safety through structured rehabilitative services and community supervision. The goal of the program is to reduce recidivism among ex-offenders, thus increasing public safety and reducing incarceration costs. Community Based Corrections is CJRC's largest division, serving 455 clients in FY 2009. There were 342 new admissions in FY 2009, the largest number in 5 years. Program completion rates dropped to an average of 33% in FY 2009. The decrease in completion rates is largely due to stricter and more rapid termination for technical probation violations, particularly among intermediate sanctioned clients in the Day Reporting Center. While CJRC aims for all participants to complete the CBC programs, public safety remains the most important priority. FY 2009 completion rates may have also been affected by high case loads



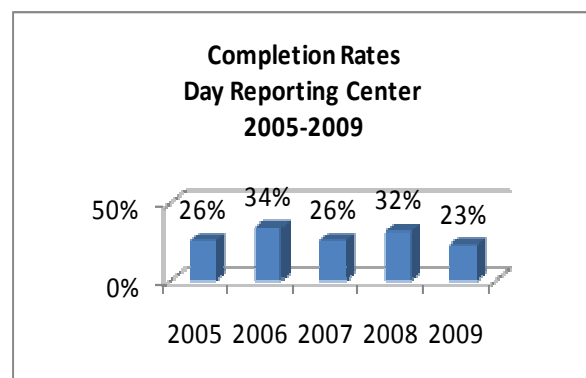
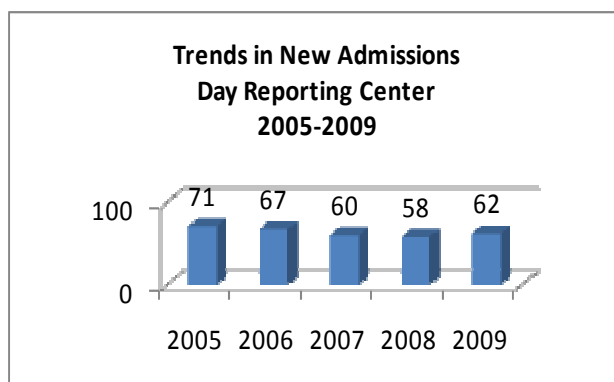
due to staff vacancies and increasing numbers of clients with complex treatment needs such as dual-diagnosis, long term substance abuse problems, and gang affiliation.

The Community Based Corrections division has three programs: the **Day Reporting Center**, the **Second Chance Program** and the **Reentry Program**. To be eligible for one of these programs, individuals must be at least 16 years old, Durham County residents, and on supervised probation, post-release supervision or parole. Each CBC component serves a specific offender population with different needs and risk factors.



Day Reporting Center (DRC) is an Intermediate Sanction under Structured Sentencing. Individuals must be referred with a direct court order or a probation modification order. This program is considered to be an alternative to incarceration and therefore provides close supervision and monitoring of participants. Individuals in DRC must report on a daily basis with decrease in reporting based on performance. The length of the program is 6 months.

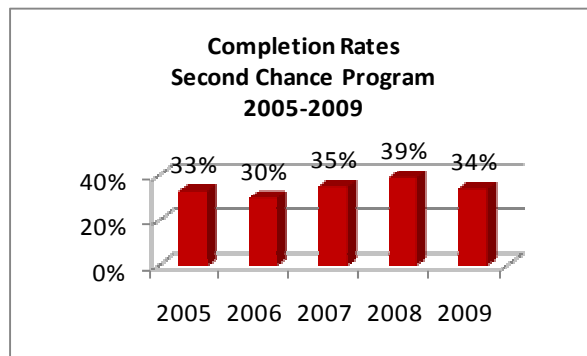
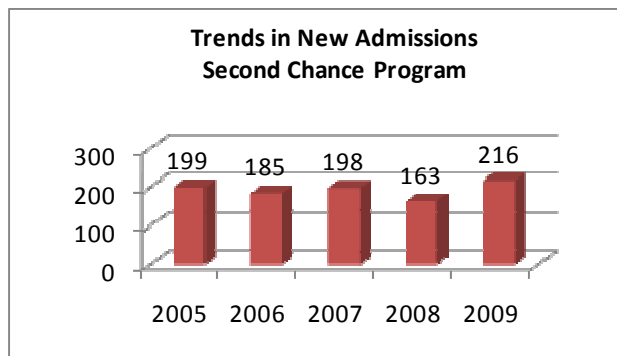
There was a significant drop in the completion rate in FY 2009. This can be partly accounted for by the heightened response to technical probation violations. DRC offenders are considered high risk, so non-compliance with conditions of probation is taken very seriously. The state and local offices of the Department of Community Corrections (DCC) revised their policies regarding probation violations after several high profile crimes committed locally by



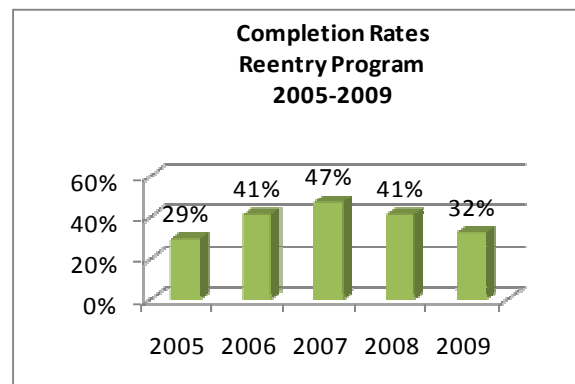
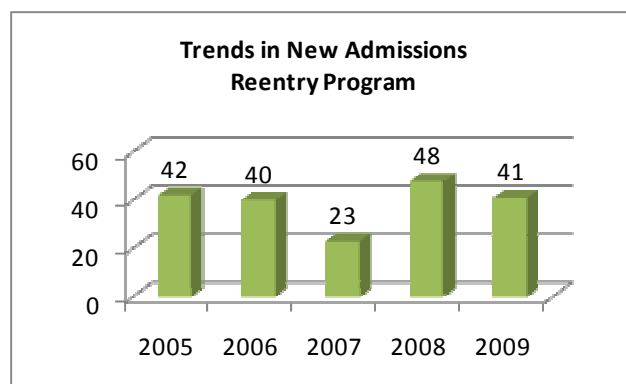
individuals under DCC supervision. 70% of all terminated DRC cases were a result of technical violations while only 4% were terminated as a result of new charges.

The **Second Chance Program (SCP)** is a substance abuse treatment program designed for probationers or parolees who do not require the structure and supervision of the Day Reporting Center. Individuals are referred through TASC (Treatment Accountability for Safer Communities), the Division of Community Corrections or directly through the Courts.

Second Chance is the largest component of the Community Based Corrections division. New admissions increased by 30% between FY 2008 and FY 2009. Many SCP participants received a substance abuse screening prior to sentencing with a recommendation by the courts. Based on those recommendations, offenders were sentenced to the program. Program completion rates dropped slightly but were relatively stable considering the influx of new clients and increase in case loads and class sizes.



The **Reentry Program** is designed to facilitate the smooth return of offenders into the community after incarceration in the state prison system. The program provides various support services through collaborative supervision without compromising public safety. This program works in partnership with the Durham Police Department, Community Corrections, the Parole Commission and the Religious Coalition for a Non-Violent Durham. Individuals in the Reentry Program are considered serious and/ or violent offenders who served significant time in prison for high-level felonies (Classes B1 through E). The Reentry program served 78



clients in FY 2009, the largest number in five years. The completion rate dropped from 41% to 32%.

The Reconciliation and Reentry Ministry, a partnership between CJRC and the Religious Coalition for a Nonviolent Durham, develops and supports Faith Teams. The program provides faith-based support teams to Reentry clients. The teams are specially trained to support newly released prisoners in the reintegration process. Support includes job coaching, spiritual guidance and general counseling in the everyday processes of reconnecting to the community. 16 Durham congregations are involved in this ministry. 8 active Faith Teams partnered with Reentry clients in FY 2009.

Services: Community Based Corrections

The Criminal Justice Resource Center strives for a client driven focus, where service packages are designed to meet individual client needs. Services include Substance Abuse Treatment, Employment Services, Case Management, Housing Assistance, Cognitive Behavioral Intervention, and GED/Adult Basic Education.

Substance Abuse Treatment is the largest service area at CJRC. In FY 2009, 408 (90%) of the 455 Community Based Corrections clients received substance abuse treatment. In addition, CJRC provided substance abuse treatment services for 34 Drug Treatment Court clients. FY 2009 was the first year CJRC used the treatment recommendations from TASC rather than performing a second substance abuse evaluation on newly admitted clients.

The Criminal Justice Resource Center offers a comprehensive array of outpatient treatment services for adult offenders on probation or parole in Durham County. Treatment services are provided with the goal of helping offenders become and remain productive, drug and crime free citizens. Substance abuse services are tailored to the individual needs of the client beginning with establishing a person centered treatment plan at the onset of treatment which builds on the individual strengths and needs of the client. Each client is placed in a level of care that reflects his or her substance abuse history and frequency of drug use.

- Intensive Outpatient Treatment Services (IOT) – Treatment for individuals with the highest substance abuse dependency diagnosis. This treatment component consists of three phases over 6 months, for a total of 128 hours.
- Regular Outpatient Treatment (ROT) – Treatment for individuals that meet the criteria for substance abuse diagnosis. ROT components consist of two levels of care; the Outpatient Treatment Phase and the Continuing Care Treatment Phase. Individuals receive 52 hours of treatment services over a 4 month period.

- Aftercare Treatment services provided for clients who have completed CJRC's IOT or ROT or have completed a higher level of care, if referred by an outside provider.

NEW in FY 2009

Family Program- CJRC's Family Program is designed to enhance support for substance abuse recovery. These sessions help family members understand the nature of drug abuse and addiction, clarify the objectives of treatment and engage the family's support in the recovery process. Four series of eight week psycho educational group sessions were provided for clients and their family members. Sessions focused on addiction within the family, communication, relapse and the recovery process and conflict resolution

FY 2009 brought an expansion of the **Employment Services** at CJRC. Employment Services were opened to ex-offenders residing in Durham County in addition to those enrolled in CBC programs. A multi-tiered approach was implemented to address varying levels of job preparedness in clients. This 3-step approach, or "3 Easy Steps" teaches employability skills, job search techniques and communication for the job search to classes in varying degrees. Participants enter in Step 1, where they learn the basics of employability skills, as well as complete a needs and career assessment. Before clients can move to Step 2, they must have the appropriate documentation needed to obtain employment. Step 2 focuses on the presentation of their criminal record to employers and conducting a successful job search. In Step 3, participants work closely with the Employment Specialist to finalize their resume and to identify targeted employment opportunities.

In FY 2009, 49% of Second Chance clients obtained or maintained employment. 46% of Day Reporting Center and Reentry clients obtained or maintained employment. All but 1 Reentry program graduate obtained/maintained employment. A total of 60 clients in Employment Services obtained employment in FY 2009. The average wage was \$8.26/hour.

Case Management is provided to participants in each Community Based Corrections component at varying levels. Second Chance participants are assigned a case manager that works to remove barriers that will impact a participant's likelihood to complete Substance Abuse Treatment. This includes referrals to and coordination with other community providers for mental health, housing, and social assistance.

Day Reporting Center and Reentry case management is provided by the on-site probation officers. The same kind of services, referrals and coordination are frequently required. Reentry clients often need a high level of case management to facilitate their transition. Frequently they have few ties to the community, no social support system and no means to

meet their most basic needs at the time of release. These types of needs spurred the establishment of a “Resource Case Manager”. During FY 2009, 41 clients were assisted in obtaining documentation such as birth certificates, social security cards, and North Carolina identification cards. CJRC case managers also referred clients for literacy programs, housing programs, various social assistance services and personal needs like groceries, hygiene, or clothing.

Additionally, the Criminal Justice Resource Center partners with the Coalition for a Non Violent Durham to manage a clothing closet. The clothing closet provides clients with much needed supplies and is often used for clients to find appropriate clothing for job searches, interviews, and job placements.

CJRC’s residential facility was closed the majority of FY 2009 for renovations and re-opened in March 2009 as a transitional living facility under new management. The **CJRC Transitional House** offers 6 beds on a short-term basis to CJRC clients. Since it re-opened, the house has had an occupancy rate of 71%, serving 23 residents with stays varying from 1 to 54 days. Additionally, CJRC provided housing assistance to 21 clients in collaboration with 5 different housing providers throughout the fiscal year.

CJRC requires that all DRC and Reentry participants complete a **Cognitive Behavioral Intervention (CBI)** course prior to graduation. CJRC staff with some assistance from probation officers facilitate the 22 lesson curriculum, “Thinking For A Change” (T4AC). T4AC has 3 main parts; social skills, cognitive self change, and problem solving. The basic premise is that thoughts control behavior, and therefore to change behavior, we must find new ways of thinking. This class is very interactive and utilizes role plays, homework, and real-life scenarios to demonstrate and drive home the principles.

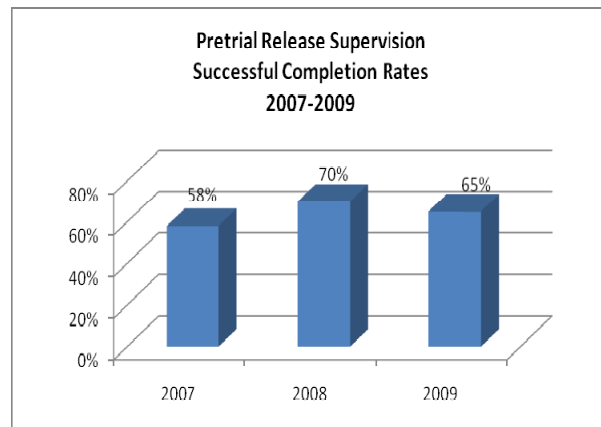
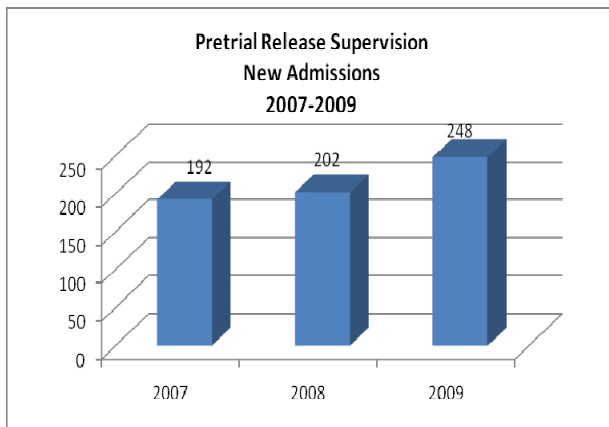
GED/Adult Basic Education Skills classes are offered to clients who do not have a high school diploma. CJRC collaborates with Durham Technical Community College to provide this service. In FY 2009, 51 CJRC clients attended GED/ABE classes; 17 earned their GED, and an additional 23 students took one or more of the 5 required GED subject tests.

Pretrial Services

The purpose of CJRC's Pretrial Services is to create a systematic approach for recommending release and to provide community supervision for defendants who do not pose a risk to the community as they await trial. FY 2009 was the third year CJRC provided Pretrial Services, supervising 248 new admissions. In FY 2009, an estimated 27,193 jail bed days were saved by the Pretrial Services program; at an estimated cost of \$96.72 per day, this amounts to \$2,258,196 for the fiscal year.

NEW in 2009

- Pretrial Services has partnered with Health Services in the Durham County Detention Center to identify defendants with serious medical conditions that pose minimal risk to the community. This type of pretrial diversion has saved Durham County thousands of dollars in medical cost and has helped ease detention officer transport and staffing problems for these special population defendants.
- Pretrial Services also partnered with the Durham Center to identify and divert defendants with mental illness from the jail to supervision by Pretrial Services and community-based mental health and substance abuse treatment.



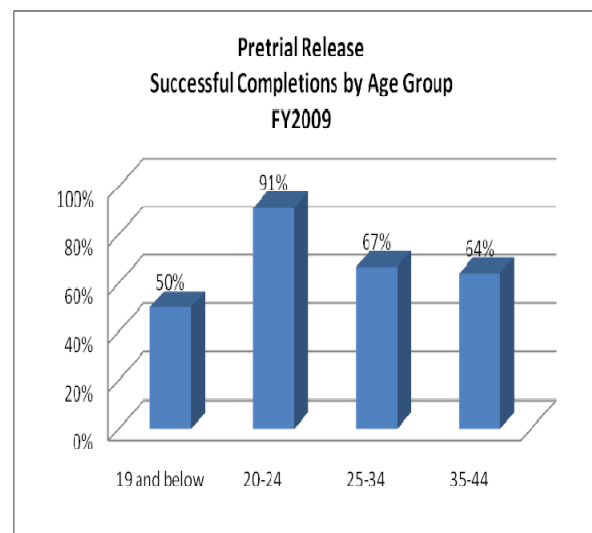
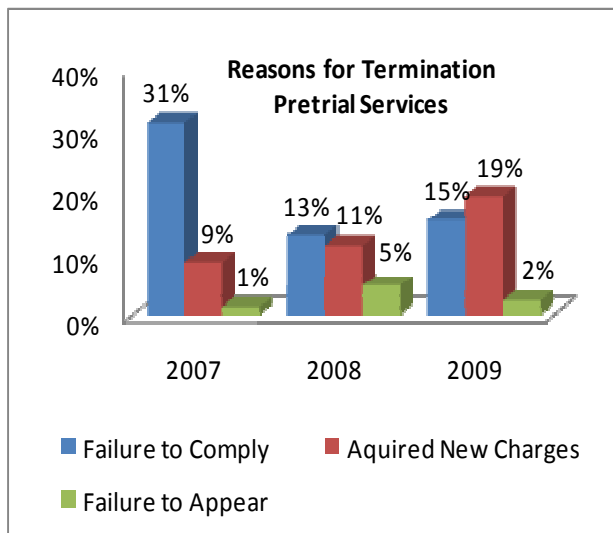
Pretrial Services strive to provide complete and accurate information to judges, improve the release and detention decision, actively supervise pretrial defendants, ensure that agency-mandated conditions and court-ordered requirements are satisfied, and maintain the integrity of the judicial process. Durham County Pretrial Services focuses on two components: First Appearance and Pretrial Release Supervision.

First Appearance: Pretrial staff works closely with the Clerk of Court's office to collect, collate and review prior criminal histories for outstanding warrants and charges. Pretrial staff

also collects and verifies offender information including community ties, criminal history and mental health or substance abuse problems. The process is designed to provide the presiding judge with as much information as possible at the first appearance hearing when detention issues and bond amounts are reviewed.

Pretrial Release Supervision: Along with Pretrial Services staff, judges, defense attorneys and the district attorney recommend inmates for pretrial release. Of the 248 new admissions in FY 2009, 53% were recommended by Pretrial Services staff and 47% were recommended by other stakeholders. In FY 2009, 65% of all Pretrial clients successfully completed the supervision period. While this number is down slightly from FY 2008, it is relatively stable given the 23% increase in case loads. In FY 2009, the greatest success was seen among 20-24 year old defendants, while 16-19 year old defendants presented the greatest challenge in supervision.

Supervision includes contact supervision and referral to or provision of services. The defendants' compliance with the release conditions is monitored. The supervision is individualized; the number of contacts and the level is based on conditions imposed by the releasing judge. The program provides court date reminders to those under supervision. Electronic house arrest and electronic monitoring are enhanced monitoring tools for defendants with intensive supervision needs.



STARR Program

The STARR (Substance Abuse Treatment and Recidivism Reduction) Program is an intensive chemical dependency treatment program provided to criminal offenders in the Durham County Detention Facility. The STARR program is a cooperative effort between CJRC and the Durham County Office of the Sheriff.

The program accepts volunteers and court-mandated male and female inmates for an initial four week program (STARR). Over the years, the number of court orders to STARR has increased. In 2001, 51% of the inmates enrolled in STARR were court ordered; that percentage increased to over 81% in FY 2009. The STARR program served 430 inmates in FY 2009 and had a completion rate of 81%.

Upon completion of STARR, an additional four-week program (STARR GRAD) is available. 193 inmates were admitted to STARR GRAD in FY 2009. There has also been an increase in court orders for GRAD. On average, 60% of persons accepted into GRAD were court-ordered. 73% of GRAD participants completed the program in FY 2009. The most common reason for non-completion was release from detention.

Treatment consists of addiction education, group therapy, and community resources education. Inmates are also required to attend daily 12-step recovery meetings. A minimum score of 92 points is required for graduation. Points are awarded based on attendance, participation, and successful completion of daily reading and written assignments.

Youthful Offender Services

While CJRC has traditionally focused on treatment and supervision services, strategic partnerships and staff specialties have lead to the addition of crime prevention and reduction work in local schools. Restorative Justice and victim-offender mediation form the core of these interventions.

The name **Last Stop** reflects the program's primary goal; to make a client's present offense, their last criminal offense. During FY 2009, Last Stop served 40 high-risk offenders aged 16-19. The goal of the program was to break the cycle of violence and crime through an intense treatment cycle consisting of substance abuse treatment, cognitive behavioral therapy, relational healing, and art therapy. Participants also took part in GED classes and employment training. This intense, 5 day a week program had enormous therapeutic success with the underserved target population of high risk, gang affiliated youth. Clinicians noted significant positive changes in interpersonal skills, anger resolution and conflict management. Youth offenders were referred to the Last Stop program by judges and probation officers. While referrals were consistent during FY 2008, they waned significantly in FY 2009. Due to low admissions, the Last Stop program was suspended in June, 2009.

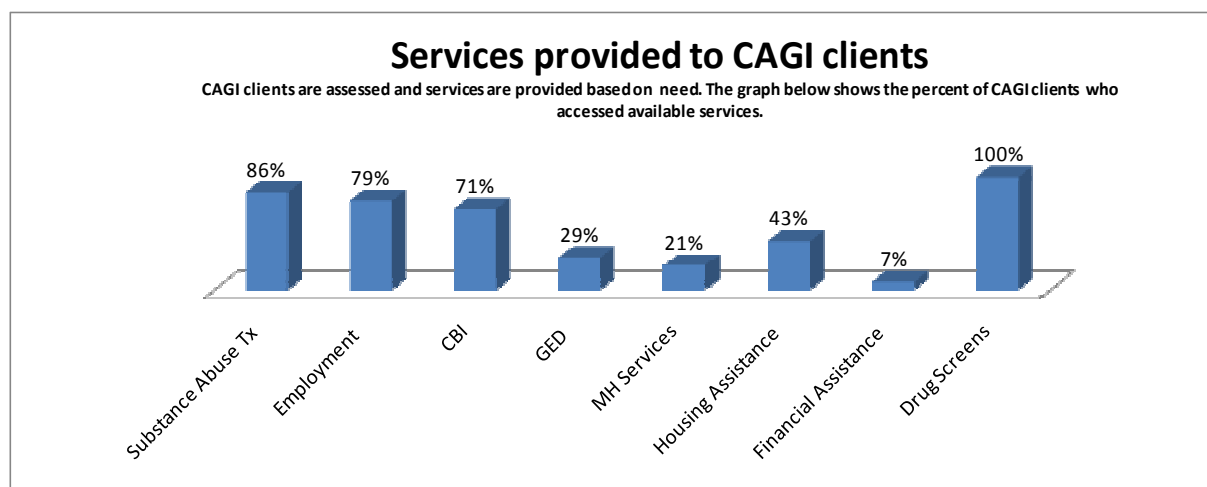
The **Peace Ambassadors Program** is a youth leadership intervention that aims to reduce and prevent violent conflict among youth. This 9-week elective course focuses on restorative justice and conflict transformation. Students are trained in how to work through conflict while maintaining positive relationships. The intervention served over 120 at-risk youth at

Chewning Middle School and Riverside High School during FY 2009. The pilot program was well received by students, teachers and school administrators.

The **Juvenile Justice Program** is a collaboration with the Durham Mediation Center, and is funded by a grant from the Governor's Crime Commission. The program aims to reduce the number of youth involved in the juvenile justice system by reducing school suspensions and court petitions. The program uses a restorative justice model to conduct victim-offender mediation and coaching conferences. In FY 2009, the Juvenile Justice Program served over 200 youth and parents.

Special Programs

Comprehensive Anti-Gang Initiative (CAGI): In response to the 2007 comprehensive Gang Assessment, the City and County of Durham implemented a three prong strategy to reduce gang activity: prevention, intervention and suppression. CJRC's role is to reduce recidivism among gang affiliated Reentry clients. The reentry process is difficult and ex-offenders are particularly vulnerable to re-involvement in gang activity during this period. The CAGI program provides ex-offenders with an alternative means to reintegrate into society without falling back into old patterns. Validated gang members have access to an array of support services such as substance abuse treatment, housing, employment assistance, education, and other assistance. CJRC's CAGI case manager works closely with the Durham Police Department and prison staff to link validated offenders with the CAGI program upon release. Participant numbers are expected to rise in the upcoming fiscal year. Although it is too early to evaluate outcomes, it is encouraging to note that only 1 of the 14 participants enrolled in FY 2009 acquired new gang related charges.



Project Restore: Project Restore is a vocational training program designed to help ex-offenders in Durham become job ready. The program is a multi-partner collaboration supported by CJRC, Durham Tech, City of Durham, Department of Community Development and Durham County. Project Restore provides twelve weeks of life skills and construction training open to ex-offenders at least 18 years of age and residing in the City of Durham. All participants receive tuition, tools, and supplies, as well as a weekly stipend. Participants take classes at Durham Tech for four weeks, including Cognitive Behavioral Interventions, Employability Skills and Introduction to Construction. Classroom learning is followed by eight weeks at construction sites. In FY 2009, 31 Project Restore participants worked with Habitat for Humanity, Durham Affordable Housing Coalition and Agape, to build and restore homes for low income and disabled residents of Durham. While coordinating this off-site, multi-partner program was often challenging, staff were able to improve program completion from 57% to 82% in FY 2009. Despite the difficult economic climate, 10 participants secured employment after completing the program.

Court Services

Since FY 2005, The Durham Center (Durham County's mental health department) and CJRC have partnered to provide a number of innovative services. Court Services provides substance abuse and mental health screenings for the District Courts and the Department of Social Service. Court Services staff has the advantage of access to criminal justice and mental health records when making recommendations. The unit provides forensic screening evaluations for both adult and child populations upon request. During FY 2009, staff provided **116 forensic evaluations and 207 substance abuse screenings** in District Courts. The highest number of referrals were made to Second Chance Program and TASC.

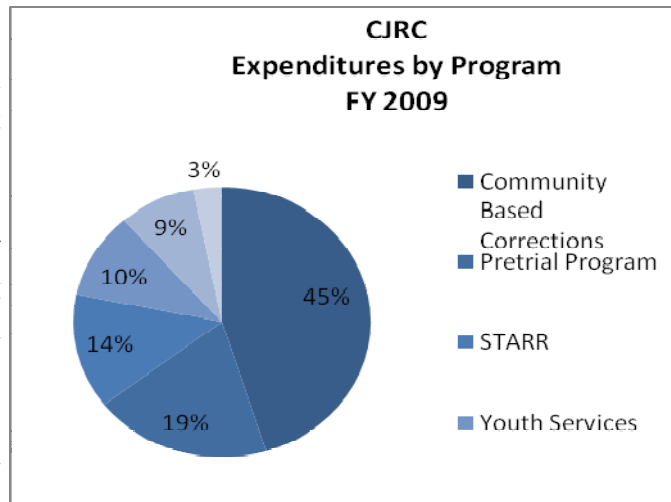
Court Services also has staff in the Youth Home and in the Durham County Detention Center to provide assessments, case management and consultation for community providers and family members of offenders.

Drug Treatment Court

CJRC has had a long term agreement with Drug Treatment Court to provide Substance Abuse Services for their participants. This includes groups/classes, individual counseling, case staffing and court participation. This year 34 clients were provided services. Of those 34, 52% successfully completed treatment.

Finances

As a county agency, CJRC received the majority of its support from Durham County in FY 2009. The County budget was supplemented by 5 outside grants, including Criminal Justice Partnership Program through NC DOC and Governor Crime Commission initiatives, totaling \$397,872 in FY 2009. Community Based Corrections Programs, Pretrial Services and STARR continue to constitute the majority of CJRC's expenditures and serve the largest number of clients.



Impacts of the Economic Downturn: FY 2009 began on a hopeful note with the addition of positions that were intended to expand services to more offender groups in the community. Other additional resources were also geared towards expanding CJRC's Employment Program, including a second temporary position for clients to work in County departments. However, before all positions could be filled, the economic forecast forced the County to implement a hiring freeze that remained in effect for the remainder of the fiscal year. Additional staff turnover resulted in a number of vacant positions across services and programs.

As many other criminal justice and human service agencies experienced, the economic downturn resulted in an even greater need for services and assistance for individuals who struggle to make ends meet in the best of times. Thanks to the continued support from County Government and the tremendous efforts of the employees at the Criminal Justice Resource Center, we were able to maintain the level of services to and for our clients.